

ALAMEDA COUNTY  
CONGESTION MANAGEMENT AGENCY

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*December 11, 2008  
Agenda Item 7.1*

Date: December 2, 2008  
To: CMA Board  
From: Plans and Programs Committee  
Subject: Truck Parking Facility Feasibility and Location Study - Final Report

**Action**

It is recommended that the Board accept the Truck Parking Facility Feasibility and Location Study Final Report. The full report is posted on the CMA's website at [www.accma.ca.gov](http://www.accma.ca.gov) and was mailed to the Board in the Plans and Programs Committee packet. The study recommendations along with responses to comments from the Plans and Program Committee, ACTAC, and Mr. John Kyle are attached. Several of the recommendations will require additional funds before they can be implemented. Staff is developing an implementation plan to bring back to the Board in 2009 that will include a schedule and ways to fund the recommendations.

**Discussion**

Background

The Truck Parking Facility Feasibility and Location Study investigated the need for and feasibility of locating truck parking facilities in Alameda County particularly in the I-80, I-880, and I-580 corridors. The study was sponsored by the Alameda County Congestion Management Agency (ACCMA) and Caltrans District 4 and conducted for the ACCMA by The Tioga Group, Inc. (Tioga). Caltrans funded the project with Federal funds through a State Planning and Research grant in the amount of \$170,000. This study specifically focused on truck parking in Alameda County, but does relate to the broader issue of goods movement and the impact of goods movement in Alameda County.

A Task Force assisted in the development of the study that included staff members from the following stakeholder and impacted agencies: Caltrans, Metropolitan Transportation Commission (MTC), San Joaquin Council of Governments, Port of Oakland, East Bay Economic Development Alliance, West Contra Costa Transportation Advisory Committee, Bay Area Air Quality Management District, members of the trucking community, and the Bay Area World Trade Center. Once the results of the study were available, the Task Force was expanded to include the following jurisdictions to assist in developing the recommendations and to provide input on the Draft Report. The jurisdictions included: Oakland, Hayward, Alameda County, Union City, Dublin, Pleasanton, and Livermore.

The study concluded that:

- There is a shortage of truck parking facilities, in part because no one provides for them.
- Drivers that are not domiciled locally prefer to leave the Bay Area at the end of their work assignment in large part because they know there are no satisfactory facilities in the immediate area. They know that when they get “stuck” within the Bay Area, the choices of where to park are few and not satisfactory.
- Public agencies often are put in the position of reacting to individual complaints of inappropriate truck parking rather than planning for truck parking as a community requirement.
- Commercial truckstop operators cannot find suitable sites, and if they do, they face very onerous local conditions and objections.

#### Recommendations

The Plans and Programs Committee and ACTAC reviewed this item at their November meetings. Changes to Final Report Recommendations are noted in *italics*. Responses to additional comments made by the Committees as well as to Mr. John Kyle are attached to this staff report and were prepared in conjunction with The Tioga Group, Inc.

While the study does not recommend specific truck parking sites because more work needs to be done (e.g., such as identifying shared parking opportunities at park and ride lots and other types of parking facilities), there are sites in Alameda County that might be suitable for truck parking. Thirty three were located; ten ranked highest in opportunity. Truck drivers had distinct preferences for locations for such sites. Specifically, they preferred sites that were:

- Close to the customers
- In the vicinity of I-238 and I-880 and along I-880 in Oakland

Truck drivers have four basic reasons for parking their trucks, which creates the need for temporary and long term (greater than 10 hours) parking. First, to serve customers at the customer's site. Second to stop temporarily for personal needs and/or to await instructions as to what to do next. Third is when the driver must take the mandated 10 hour rest period. Four is at the end of the day when the truck returns to its home base. The occasion that provokes public involvement is when the truck is parked in a location that is deemed inappropriate. Often this results in local regulations prohibiting parking in designated locations, sometimes including the entire local jurisdiction. Such prohibitions do not lessen the need for temporary or long term truck parking. The focus of this study is primarily on the second and third reasons and reason number four if the truck is parked inappropriately.

Trucking, which moves goods and provides services into and through Alameda County, has economic benefit to businesses and residents. Providing adequate, safe truck parking facilities helps the economy, helps to reduce congestion, and helps to improve air quality. Providing truck parking can result in a number of benefits including opportunities for truckers, shippers and

receivers to enhance their productivity. It can result in improving safety on state highways and for truckers. And by consolidating scattered informal and often inappropriate truck parking sites into a few well-organized and developed sites, community impacts can be minimized.

However, there are obstacles to developing truck parking facilities in Alameda County, including high land prices, fuel prices higher than those in neighboring states and local business practices that adversely affect truck delivery and parking. Economic considerations for the truck driver and commercial truck stop operator may present obstacles as well. Drivers are unwilling to pay for parking that can be obtained for free on the public street. Commercial operators are unwilling to confront the myriad of restraints and objections to developing truck parking sites.

The recommendations below are made to begin a dialogue about creating temporary short term and long term truck parking locations in Alameda County. Because many of the actions are under the purview of local jurisdictions, all recommendations are intended as first steps in working with the jurisdictions to find a balance among economic, community, environmental and trucking needs and in identifying one or more truck parking facilities in Alameda County. They are presented in three categories:

#### **Policy Actions**

1. The CMA should work with the local jurisdictions to identify and adopt guidelines for accommodating and developing truck parking facilities, including identifying ways to accommodate truck parking in local land use development and redevelopment processes. Local jurisdictions should be encouraged to adopt and implement the guidelines.
2. The CMA should work with truck centered organizations to a) develop a public education program that identifies the importance of trucking to the Bay Area, State and national economy, b) highlight the impact that the rapid rezoning of local land uses away from industrial uses is having on the trucking industry, and c) identify ways the trucking industry can help minimize truck parking impacts to communities.

#### **Implementation Actions**

3. The CMA should develop a one-page Fact Sheet highlighting the benefits trucks provide to Alameda County and its communities and why temporary and long term truck parking areas are needed. The Fact Sheet should be distributed to local and regional government and/or host a summit to present the findings of the study. At a minimum, the Fact Sheet should highlight the following:
  - a. Most trucking is local,
  - b. Truckers need locations to park while delivering goods and services to businesses in Alameda County,
  - c. Local land use decisions are resulting in re-zoning of potentially desirable truck parking sites away from industrial uses adjacent to highways where truck parking is most likely to be implemented,

- d. Truck parking is a regional/state/national issue, but establishing places for them to park is a local decision, and
  - e. Receiving goods and services via trucks is key to regional economic stability and job diversification.
4. The CMA should continue to work with local jurisdictions to identify one or more formal, designated, no-fee facilities for temporary and long term truck parking in Alameda County. Because this study focused on the needs of truckers, local jurisdiction input is now needed to identify and confirm site criteria and potential sites. ***The CMA should also work with the private sector in developing and funding a facility.*** The following should be considered for both temporary and long term parking sites:
- a. Sites at a minimum should:
    - i. Provide minimal facilities (lavatory, trash barrels, etc.)
    - ii. Be located immediately adjacent to the Interstate routes
    - iii. Provide a means of allowing trucks to turn off their engines so that emissions are minimized
    - iv. Support general quality of life requirements ***including safety and environmental justice and social equity issues*** within potentially impacted neighborhoods and communities
  - b. The potential sites identified should be located at apex/gateway points, preferably in Hayward, Oakland, San Leandro, and San Lorenzo where demand for truck parking was identified to be the greatest followed by the Altamont Pass/Tri-Valley area. The study has identified 33 preliminary sites of which 10 had the most potential based on initial screening. Others, such as shared parking opportunities at park and ride lots and other facilities, could be considered as well. ***At the direction of the Plans and Programs Committee, staff will investigate what transportation infrastructure improvements would be needed to accommodate a truck parking facility near the I-880 and Industrial Parkway interchange.***
  - c. If a site is developed, monitor the site's success through detailed records about why a user elected to use it and what else a user needs.

#### **Other Actions**

The following actions would require that the CMA pursue additional grants or other funding to support them.

- 5. The CMA should continue to work with local community groups, the air district, MTC, Caltrans, and the trucking industry to gather input on the issue of truck parking in Alameda County.
- 6. Because the survey data's usefulness in determining the need for long term truck parking was limited, the CMA should conduct further evaluation on the need for a full-service,

overnight truck parking *including the impact that diverting truck trips to rail intermodal would have in reducing the need for truck parking.*

7. The CMA should work with MTC and Caltrans to develop improved methods of determining demand for short and long term truck parking. No current metric available.
8. The CMA should track closely what happens at the new Oakland Maritime Support Center (OMSS) site, which is expected to cater to trucks serving the Port of Oakland and see if OMSS attracts truck other than Port trucks and if so, why.

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**Responses to Plans and Programs and ACTAC Comments  
about the “Truck Parking Facility Feasibility and Location Study – Final Report” dated  
September 2008**

1. *Comments:* In addition to economic criteria, safety, not penalizing a community, and environmental justice and social equity criteria should all be used by sponsors when evaluating and selecting possible sites.

*Response:* Recommendation 4.a.iv was expanded to address this comment and will be included in the evaluation of all potential facilities.

2. *Comment:* CHP is not the proper source for activities in the County reported in Appendix B: Technical Report Task 2-2, Survey City Planners.

*Response:* For the study a survey of local agency staff was conducted to learn more about truck parking issues in each of the jurisdictions. The consultant team contacted the County Planning office which recommended talking to the Community Policing Department in the Sheriff's Office. That person stated that all traffic and parking enforcement in the unincorporated County was done by the California Highway Department under a contract with the County for such services and recommended speaking to Officer Tuason of the CHP. Officer Tuason responded to the interview and confirmed that he was knowledgeable on the topic. County input was included in other areas of the report including reviewing and commenting on the report and interviewing truck drivers parked in the unincorporated County.

3. *Comment:* Diversion of truck trips to rail intermodal might reduce the need for parking.

*Response:* Because rail intermodal service is competitive only on the very long lengths of haul and all rail intermodal trips require a local trip to/from the local rail intermodal ramp, it is unlikely that the need for temporary truck parking during the day would be significantly reduced by diverting truck trips to rail. However, an increase in rail intermodal would tend to reduce the need for overnight parking for drivers from out of the area. Recommendation 6 identifies the need to further evaluate the need for overnight truck parking. This recommendation will be expanded to include the impact that diverting truck trips to rail intermodal would have in reducing the need for truck parking

4. *Comment:* What will be needed (in the way of parking) in 10-15 years; what has to be planned for?

*Response:* Forecasting for future truck trips was outside the scope of the project; however, the Tioga report does observe, at page 7, that “Nationally, by 2017, the number of freight trucks is expected to increase by 40% and the miles operated by 48% over 2005 levels.” The CMA is currently working on identifying ways to expand the Countywide Transportation Model to forecast truck trip using the model. Developing methods to forecast truck parking is more difficult because there are some prerequisites that are not in place. There is no metric by which to measure the demand for parking. Recommendation 7 addresses this issues and calls for the CMA to work with MTC and Caltrans to develop improved methods of determining demand for truck parking.

5. *Comment:* An alternative mode, namely inland barge, may be created to help alleviate the trips over the highway.

*Response:* Consideration of modal diversion was beyond the scope of the project. However, Tioga is familiar with a number of previous (and one current) such proposals. None have met the threshold of commencing operations and/or being able to sustain an operation.

6. *Comment:* Were Port of Oakland trucks addressed in this report?

*Response:* As mentioned in the report at page 4, the focus of the study was on Countywide truck parking issues including consideration of Port truck parking. The Countywide focus was taken for two reasons. First, truck parking at the Port is being studied separately by the City of Oakland and the Port of Oakland. To ensure compatibility among the studies, representatives of the Port and of OMSS participated as members of the Task Force for this project. (OMSS is Oakland Maritime Support Services, which is an existing company with authorization from both the City and the Port to set up a truck parking facility on land that the City and Port are obtaining from the closed Oakland Army Terminal.) Second, while close to the Port, Port trucks become a significant fraction of all trucks, on a countywide basis the number of port trucks is a minority of all trucks.

7. *Comment:* In time past, some motel/hotels on the Hayward/Union City border have installed truck parking slots in their parking lots due to the demand for overnight rooms at those facilities.

*Response:* There are a couple of motel/hotels on Industrial Parkway in Hayward east of I-880 that do attract some patronage from truck drivers looking for overnight accommodations, including parking for trucks. These establishments, or any other motels/hotels, were not approached to learn if their experience might inform this project. Hotel/motel sites were considered when looking for possible sites for new parking facilities, particularly when they were adjacent to I-238, I-580 or I-880. None made the list of 33 possible sites to be ranked. This was because they were too small for the type of facility this study was looking to provide and have inadequate access. Recommendation 4.b identifies the need to explore shared parking opportunities.

8. *Comment:* Is there private sector interest in participating in public-private partnership (PPP) to develop truck parking facilities?

*Response:* The consultant team surveyed truck stop operators. The results are summarized in Appendix C. Five private parties, all of which are involved in existing truckstop activities, expressed an interest in pursuing variations on a PPP (they did not label it as such) when asked if they have ever considered a site inside the Bay Area. Each expressed conditions. The most common conditions were: a) finding a site of sufficient size (10-15+ acres), b) obtaining a site at a price that allows a successful (meaning, return on investment) business venture, c) obtaining cooperation (meaning relief from permitting processes and requirements) of local municipalities and communities, and d) having a site that would cater to trucking interests as well as the general motoring public. By contrast, three existing operators of existing truck stops said they did not have interest



in owning/operating a site "within the Bay Area, anywhere". One operator indicated an interest and expressed preference to not provide lodging (motel) so as to cater only to those looking for a short term parking location. Recommendation 4 was expanded to include working with the private sector in developing and funding a facility.

9. *Comment:* Were the Teamsters involved?

*Response:* The Teamsters did not participate in the study process. Staff provided a copy of the report Mr. Chuck Mack after the Plans and Programs Committee meeting, who had no comment on the Report unless additional parking or truck facilities are established at the Port and the Oakland Army Base. Staff will include Mr. Mack on future mailings dealing with truck parking in Alameda County.

10. *Comment:* Is CARB involved in this topic in its attempt to eliminate older diesel tractors?

*Response:* CARB has existing, but relatively new, regulations prohibiting idling of diesel engines in trucks for more than five minutes. Any truck parking facilities developed in Alameda County will provide services that allow trucks to turn their engines off when parked. In addition, CARB has pending regulations requiring diesel engines not meeting CARB standards be removed from service. The Task Force did include a representative from the Bay Area Air Quality Management District.

11. *Comment:* Is there a possibility of "low-hanging fruit" that could be investigated for immediate, easier activation?

*Response:* Staff is developing an implementation plan to bring back to the Board in 2009 that will include a schedule and ways to fund the recommendations. It will also identify to the extent possible projects that could be implemented in the near term. At the direction of the Plans and Programs Committee, staff will investigate what transportation infrastructure improvements would be needed to accommodate a truck parking facility near the I-880 and Industrial Parkway interchange.

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*John W. Kyle*

22638 Teakwood Street

Hayward, Ca. 94541

Phone (510) 782-7612

E-mail: jwkyle6@comcast.net

RECEIVED  
NOV 13 2008

BY: .....

November 13, 2008,

Subject: Meeting of Nov. 4, 2008; Agenda Item 3.5

Ms. Beth Walukas,  
Mr. Matt Todd  
ACMA Technical advisory Committee  
1333 Broadway, Ste 220  
Oakland Ca, 94612

Ms. Walukas and Mr. Todd;

As I indicated in my e-mail message of last evening, I present to you at no small expense to myself, a copy of the HBO - Modern Marvels Program entitled "Truck Stops".

This action came about immediately after a package' (dealing with your meeting noted in 'subject' above,) was found laying at my doormat. I surmise that after attendance at your meeting, knowing of my rather lengthy effort to bring attention to the subject of truck stops, the 'donor' thought that I might again pick up the task of resolving the joint problem experienced in the presence of much needed trucking industry. Overlooked but possibly to be found in your package, is the air pollution directly associated with truck traffic caught up in 'inch worm' traffic. The enclosed video touches upon the obvious solution to air pollution !

①

In review of the enclosed you will find an illuminating insight to "TRUCK STOPS".

I also return the Copy of that which I found at my door. **I invite your attention to the manner in which the agenda discussion item was assembled. There is major confusion in assembly or pages found in that presentation and I would much appreciate receipt of a 'repaired' copy so that my time would be better spent in analysis.**

②

ONE OF THE OBSERVABLE DEFECTS IS: You failed to identify two major prospective locations.

③

A.) South side of I-580 at overpass identified as the El Charro- Fallon Road overpass and Ramps. The site I suggest is now owned by City of Livermore' airport, which, in the snippet of information published by the S.F. Chronicle is reported having been result of a \$30 Million gift from FAA to the Livermore Airport. City of Livermore has been attempting lease of the property starting with, some years ago, as 'An admirable location for an auto dealership'! DUMB ! The tri-valley area was already overbuilt with struggling auto dealerships some of which are in Livermore City limits.

I suggest you go look! Be aware that Livermore City Council, fearful of losing attempts at re-election, is reluctant since, in the last attempt at a Truck Stop on or near Greenville Rd, an alarmed citizenry, armed

with ignorance and lack of general education, envisioned harmful presence of prostitutes, drug dealers, alcohol, minority hangars on etc., managed to shout down the Council who at the time were also possessed of such thought!

The true atmosphere is that, at modern truck stops, especially those such as Petro's and Flying J, which find investment money from Mormon sources, who do not permit adverse activities let alone on site sale of alcohol on the premises. They get around the use of church disapproval of the use of coffee, by leasing the restaurant out to a highly professional operator. The restaurant on SB I-5 between Grapevine and the junction of I-5 with State Rte 99 is a prime example. When opened in 1998, it was an immediate success. It has seating capacity for 300. A great salad bar and a fine menu.... No wine or beer! Open 24-7 x 52 weeks. In other words it never closes. All the other businesses on both sides of the freeway were non-existent in 1998 when the truck stop first opened. It is called 'synergism' folks.

The Livermore site, south of I-580 but east of El Charro Rd. is capable of generating over 1,000 jobs while providing parking for at least 750 trucks when fully utilized. The turn over during any 12 hour day would find upwards of 1,000 trucks tucking in during peak traffic hours of morning and evening, if for no other reason than to avoid the time and fuel wasting involvement with Altamont Pass.

If you read the MTC study entitled "Mobility 2030" you will come to understand that the cost of widening Altamont Pass ( I 580), makes the project impractical especially when private investment will obviate that need. Let Livermore Airport enjoy the substantial *lease income* and let the City of Livermore enjoy the sales tax while Alameda County enjoys the increase of job opportunity!

B.) Golden gate fields has a parcel of 160 Acres, separate from the aquatic park aspirations of the City of Albany. The last time I checked, Catallus Corp owned the land and leased it to Lad-Broke the track operator. Lad-Broke is recently known to have been seeking a new location in the outskirts of City of Dixon on I-80

Cataluus, initially the land Mgt Agcy of Southern Pacific will, if it still owns the site, ought easily envision the benefit of a "Super Truck Stop" on the 160 acre site, presently under-utilized for horse racing. City of Albany took it into their small town minds that they wanted a regional shopping center on the site. Just as if the Emeryville and Hilltop malls did not exist.

A truck stop will bring more sales tax into the City of Albany which I imagine is going to be disproportionate, on a per capita basis, than anything that might be seen with the highly questionable mall they perceive. In fact, they ought be asked to share that windfall ( if the track is converted to a truck stop) to the extent that they support a clinic to treat with the existing Chronic Obstructive Pulmonary Disease existent in West Oakland.

Jobs at Albany Truck stop if operated under a secured, well controlled travel center of the Petro's type, might easily approach 3,000. I'd require at least 1,000 air and electric power hook ups to truck cabs so to remove prospect of idling engines. Fully half the trucks will be short stay transients who will simply turn off the engines while they shower, eat meals, do the laundry and phone home. It is important that you understand that idling is only necessary when the 'stop' is for five minutes or less. Over-nights, who do not hook up to heating and ventilation as shown in the video, will probable enjoy a stay in the regular

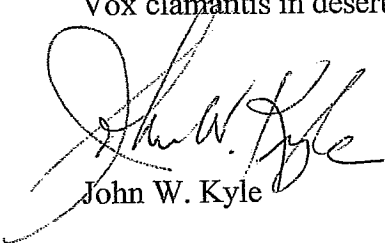
hotels which will spring up near the onsite restaurants; especially is this true in those instances where a man and his wife 'TEAM DRIVE' the family truck.

**Think big!**.... As for example, Alameda County is in the unique position of solving the truck problem for the entire Contra Costa, San Francisco, San Mateo and northern Santa Clara County area AND IN THAT ACT ENJOY 90% OF THE BENEFITS!.

Would you please either re-assemble the 3.5 agenda item. The copy provided me has only been stapled once so the error occurred somewhere within your organization. Mail it to the address shown in the letter head.

Enjoy the informative enclosed video. Return it when it has served your purpose. If you wish additional copies HBO will gladly work out terms for quantity.!

Vox clamantis in deserto ! ( A voice crying in the wilderness.)



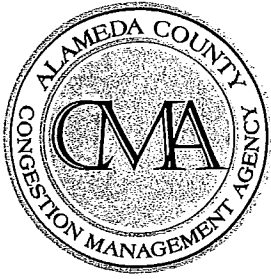
John W. Kyle

CC. Mr. Dennis Fay, Executive of ACCMA  
Mr. Haggerty at County Supervisor's office.  
Executive office, MTC offices in Oakland  
Regional Air Quality Mgt. Office of the Executive Officer.

P.S. There should be no objection by FARA to  
use of Inverness site - it too is part of  
Regist of Transportation!

Want to widen your horizons?  
use Google to reach third shipowners assoc. -  
let them guide you through the concepts!

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CONGESTION MANAGEMENT AGENCY

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December 4, 2008

**AC Transit**  
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Mayor  
Mark Green  
Chair

**Executive Director**  
Dennis R. Fay

Mr. John W. Kyle  
22638 Teakwood Street  
Hayward, CA 94541

**Subject:** Response to Comments on the Truck Parking Facility Feasibility and Location Study Draft Final Report

Dear Mr. Kyle:

Thank you for submitting comments on the Truck Parking Facility Feasibility and Location Study Draft Final Report dated September 2008. Responses to your comment letter dated November 13, 2008 are below.

**Comment 1:** Overlooked, but possibly to be found in your package, is the air pollution directly associated with truck traffic.

**Response 1:** The focus of this study was to determine if there is a need for temporary and long term truck parking in Alameda County, and, if so, are there suitable locations for a truck parking facility. While the study does not address air pollution issues directly, it acknowledges that air pollution is an issue for trucks that are parking in Alameda County and that any truck parking facilities developed in Alameda County should provide a way for trucks to shut off their engines while parked.

**Comment 2:** Enclosed is a dvd/video entitled Modern Marvels Truck Stops for your review. Also, the copy of the Report received was assembled incorrectly.

**Response 2:** Thank you for lending us the dvd/video Modern Marvels Truck Stops. I have reviewed it and noted the information provided. I am returning it to you as requested with this letter along with a reassembled copy of the Report. Please note that the pages in the Appendices are not correct, but they are in order. I have handwritten in the correct page numbers.

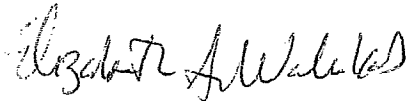
**Comment 3:** One of the observable defects is that two major prospective locations were omitted. They are (a) south side of I-580 overpass identified as the El Charro-Fallon Road overpass and ramps and (b) Golden Gate fields in the City of Albany.

**Response 3:** Both sites mentioned in your letter were initially considered in the study, but were withdrawn. While both locations have merit, each also may have issues as to availability for development, as you indicate in your letter, as well as suitability for

development. For these reasons, Tioga, the lead consultant for the study, elected not to include these two locations in the list of 33 potential locations considered. One of the recommendations in the Report is that the CMA should work with the local jurisdictions to identify other potential locations. These two sites will be considered in that process.

Again, thank you for your comments. I will keep you informed of any future progress the CMA makes in identifying truck parking facilities in Alameda County. I can be reached at 510/836-2560 or [bwalukas@accma.ca.gov](mailto:bwalukas@accma.ca.gov) if you have any additional questions.

Sincerely,

A handwritten signature in dark ink, appearing to read "Beth Walukas", is written over the typed name.

Beth Walukas  
Manager of Planning

Cc: File: Truck Parking Feasibility and Location Study  
CMA Board